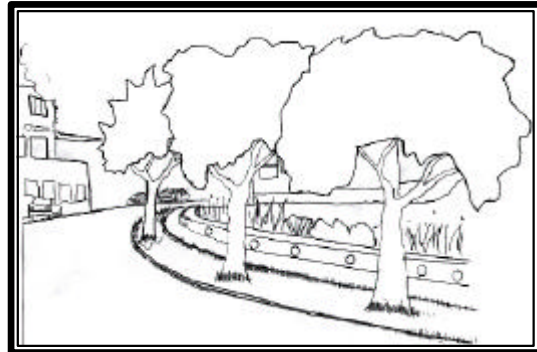


CLIFTON HEIGHTS NEIGHBORHOOD PLAN

SEPTEMBER 2001



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NOTE: The Clifton Heights Neighborhood Plan was officially recognized and approved by the Louisville Board of Aldermen on September 25, 2001.

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1. INTRODUCTION

The Clifton Heights Community Council, Louisville Board of Aldermen, Jefferson County Division of Planning and Development Services, and the Louisville Development Authority have created this neighborhood plan to serve as a guiding document for future development in the Clifton Heights community. The Clifton Heights neighborhood is located in the north-central portion of the City of Louisville. For purposes of this study, Clifton Heights is defined as being the triangular area of land enclosed by Brownsboro Road to the south, Zorn Avenue to the east, and Mellwood Avenue to the northwest (*See Figure 1, Study Area Boundary*)¹. The area is characterized by rolling topography, ridges and steep hillsides.

1.1 Background Information

Growth and development in Clifton Heights first began to take place in the early 1800's. Development was accelerated in 1849 when the Jefferson and Brownsboro Turnpike Company was authorized to construct a road from Beargrass Street to the city limits (along the current Brownsboro Road). The area experienced rapid growth until the turn of the century. For the first quarter of the Twentieth Century there was little growth in the area because of a lack of a major rail line. After World War I, the increased use of the automobile once again rejuvenated interest in the Clifton Heights area.

1.2 Vision

Today, Clifton Heights is a predominantly residential area. The ample amount of trees, narrow streets and variety of housing styles in the area give the neighborhood a small town feeling, despite being located only minutes from downtown Louisville. Some of the open spaces and older residences on large lots have been developed into apartment complexes and condominiums. The planning process envisions a future for Clifton Heights that includes:

- Preservation of the “small town character” and diversity of the neighborhood
- Opportunities for new development compatible with existing homes
- Tree lined streets and landscaping at key locations
- Improved accessibility for bicyclists and pedestrians
- Linkage of the disconnected sections of Clifton Heights
- Better transit service
- A vibrant neighborhood association cooperating with adjacent neighborhoods
- Enhanced visual quality of the Brownsboro corridor

¹ Figures are found at the back of the report.

2. PLANNING PROCESS

2.1 Neighborhood Planning Process

Neighborhood planning in the City of Louisville is based on Ordinance No. 21, Series 1980, and Ordinance No. 67, Series 1986. These ordinances require that neighborhood plans include a variety of topics, including a land use section, a transportation section, as well as a variety of other topics.

Land Use. The land use section is dedicated to discussing the important issues of development type, intensity and character in a neighborhood. This includes the existing pattern of major public and private land use, a future pattern of land use, and recommendations for necessary land use and zoning changes to facilitate that future pattern.

Transportation. This section must include a description of all existing modes of transportation (pedestrian, bicycle, mass transit, etc.), a projected transportation system for all modes, and recommendations for proposed improvements as well as their implementation.

Other Topics. The plan may also assess a variety of other topics including all of the following: housing, economic development, environmental-public health, social services, public utilities, open space and recreation, cityscape and urban design, public services, and historic preservation.

This plan is a collaboration of the citizens of the neighborhood, the Louisville Development Authority, various other city and county departments, and Planning and Development Services' staff planners. Once the plan is completed, it must undergo a series of reviews by the citizens of the neighborhood, the affected departments and organizations, and the Department of Neighborhoods. Once reviewed, the plan is considered for adoption in part or in whole by the Board of Aldermen. Under Cornerstone 2020, the county-wide comprehensive plan, the plan's land use recommendations may be considered for adoption as part of the comprehensive plan. Such adoption requires action by the Planning Commission and the Board of Aldermen.

The Board of Aldermen uses the approved neighborhood plan in a variety of ways. First, the Board of Aldermen will consider recommendations from the plan when developing city-wide plans and strategies, reviewing policy, allocating resources, providing services and preparing and reviewing budgets. The Board may also exercise its authority under KRS 100.211 to act as applicant for zoning change proposals recommended by the plan to establish a development pattern compatible with the neighborhood plan or plan sections. Finally, the Board may use the plan or plan sections as official planning evidence in the review of zoning change proposals for determining agreement with the community's comprehensive plan.

2.2 Task Force Meetings

To maximize the amount of feedback from members of the community, six meetings were held between July 26, 2000 and February 15, 2001. These meetings were used both as a platform for task force members and community members to express their ideas and concerns for the Clifton Heights neighborhood as well as a forum to inform the attendees of the steps being taken to complete the plan.

At the first meeting, the Jefferson County Division of Planning and Development Services conducted an issues identification session. The session allowed task force members to identify the strengths and weaknesses of the Clifton Heights neighborhood. Some of the strengths include the community's mature trees, the diversity of neighborhood residents, easy access to Downtown, and the small town character of the residential areas. The results of the session revealed that the task force feels the most important issues that need to be addressed are: rezoning several areas to keep future development from becoming too dense, restricting additional commercial developments in the area, and asking the Louisville Police Department to combat gang activity and drugs. Other concerns include a need for a neighborhood park, apartment management issues, and increasing the enforcement of speed limits along neighborhood streets. (Results of the meeting are summarized in Appendix 1.)

2.3 Additional Meetings

In October 2000, planning staff met with residents of the Indianola neighborhood. Indianola is an early 1900 subdivision, including Winifrede and Warren Roads in the north-central portion of the study area. The residents were able to identify land use and transportation issues specific to their area. Their ideas were incorporated in the plan and will benefit the entire Clifton Heights community.

The Jefferson County Division of Planning and Development Services staff also met with representatives from the Brownsboro Road Merchants Association to gather input from them. The members expressed their interest and ideas for improving the commercial corridor. The meeting also helped educate the members about the services offered by the Louisville/Jefferson County Office for Business Services (OBS). The OBS distributed information regarding design services and low-interest loans which could help small business owners improve their operations.

On January 25, 2001 a public meeting was held to discuss the goals and recommendations of the neighborhood plan. Nearly 100 people attended this meeting. Each attendee was given a copy of the goals and recommendations, several maps which illustrated some of the recommendations, and a comment form to express their ideas and concerns for the plan. The comments and ideas on the comment forms were evaluated and taken into consideration before the final draft was completed. (A summary of this public meeting is located in Appendix 2.)

2.4 *Community Surveys*

Another method used to gather information from the public was a community survey. The surveys were designed to get feedback on several issues, including land development, transportation, recreation and open spaces, and environmental concerns. Clifton Heights Community Surveys were distributed by the members of the task force; 160 survey responses were submitted. The most frequent comments concerned rezoning the area to reflect current land use, providing better pedestrian connections throughout the neighborhood, and improving the recreational facilities within the neighborhood. A summary of the results is included in the Appendix 3.

2.5 *Discussions with City and County Departments*

The Jefferson County Division of Planning and Development Services staff also had frequent contacts with various city, county and state departments, including the Louisville Public Works Department, Metropolitan Sewer District, the Louisville Water Company, Metro Parks, Louisville Inspections, Permits and Licenses, and the Kentucky Transportation Cabinet. These meetings were used as a tool to inform these organizations about citizens' concerns and to gather more information to pass along to the task force.

2.6 *Background Studies*

The planning staff also consulted other studies which contained information concerning the Clifton Heights area.

Brownsboro Road Corridor Study (1997) = The *Brownsboro Road Corridor Study* was conducted at the request of then-Alderman Bob Butler and Alderman Steve Magre in 1997. The study area stretched from Mellwood Avenue to Hillcrest Avenue. The purpose of the study was to report on the main issues and needs in terms of land use, transportation, and the urban environment within the Brownsboro Road commercial corridor. An evaluation of the study showed that some of the proposed recommendations had not been implemented. These recommendations were used as a basis for some of the goals and recommendations in this plan.

Clifton Heights Visual Quality Assessment (2000) = The *Clifton Heights Visual Quality Study* was completed by Miranda Morris, a landscape architect intern. The purpose of the study was to identify the strengths and weaknesses of the aesthetic qualities of the neighborhood. The assessment concluded that Clifton Heights could benefit from improving pedestrian access, implementing a street tree program, and other methods of improving the aesthetic quality of not only the Brownsboro Road corridor but the entire neighborhood. The results of this assessment have been used to establish several goals and recommendations in this plan.

3. DEMOGRAPHICS

To provide a better understanding of the Clifton Heights community, this section summarizes demographic information about the study area. This information was obtained from the United States Bureau of the Census and the Kentucky State Data Center. Because of the timing of this study in relation to the release dates for the 2000 Census, 1990 is the most recent information available.

3.1 *Population Characteristics*

The overall population of Clifton Heights increased from 6,087 to 6,565 between 1980 and 1990. This was in sharp contrast to the City as a whole which saw a 10 percent decline in population in that period. The growth in Clifton Heights is attributed to the construction of apartment and multi-family dwellings in the eastern edge of the neighborhood.

The age distribution of residents in the area remained relatively unchanged between 1980 and 1990. The percentage of the population under age 18 (16.5 percent) is below the county-wide rate, which was 24.5 percent in 1990. The percentage of persons over 65 is slightly below the county-wide statistic. The neighborhood has a high percentage of 25-34 year olds. This likely reflects the housing stock: numerous apartment units occupied by persons who have not yet started families.

The racial makeup of the community changed between 1980 and 1990. In 1980, only 10.9 percent of the community was classified as non-white. This percentage increased to 17.7 percent in 1990, which is comparable to the percentage of non-whites in Jefferson County (18.1 percent in 1990).

TABLE 1 = Clifton Heights Population Characteristics

	1980	1990
Total Population	6,087	6,565
Age		
Under Age 18	1,002 (16.5%)	1,084 (16.5%)
Age 65 and over	717 (11.8%)	788 (12.0%)
Race		
White	5,424 (89.1%)	5,404 (82.3%)
Non-White	663 (10.9%)	1,161 (17.7%)

SOURCE: 1990 U.S. Census

3.2 *Dwelling Units Characteristics*

According to the 1990 U.S. Census data, there were 3,623 dwelling units within the Clifton Heights study area, an increase from 3,169 dwelling units in 1980. Approximately 32.2 percent of the available housing stock was made up of single-family dwellings, well below the level found in the City of Louisville (59.2 percent). It should be noted that these statistics do not differentiate rental apartments and owner-occupied condominiums: both are considered multi-family units. The Census data reflects structure type and not the form of ownership.

In terms of owner occupancy, information was gathered from the 1990 U.S. Census. Approximately 31.8 percent of the dwelling units are owner occupied. This is well below the percentage of owner occupancy for Louisville (54.7 percent) and Jefferson County (64.6 percent). This is a reflection of the high percentage of multi-family dwellings which are in the area.

Of the 3,623 dwelling units, approximately 8.7 percent of the units were vacant in 1990. This is a reflection of the much higher percentage of rental units in the area, which have higher vacancy rates. The high rates among rental units in the area are not troublesome as such rates are common to all rental properties. The city-wide vacancy rate is the same as the Clifton Heights rate (8.8%). Vacant non-condominium units which are “for sale only” comprised only 1.3 percent of the housing stock in Clifton Heights in 1990 compared to 10.7 percent for the entire county and 8.4 percent in the City of Louisville alone. This is a very positive sign of the neighborhood’s desirability.

Clifton Heights exhibits an odd distribution of owner occupied dwelling unit values with a large percentage of homes in the \$25,000 to \$50,000 range (1990 prices). There is also an increase in the value of dwelling units proceeding from west to east across the study area. The average 1990 value of owner occupied dwelling units in Clifton Heights was \$60,515 compared to \$53,699 in Louisville and \$69,949 for the entire county.

The rent for renter occupied units in Clifton Heights is on average higher than the City of Louisville and Jefferson County. The 1990 mean gross rent in Clifton Heights was \$373, while Louisville’s was \$247 and Jefferson County’s gross rent was \$346. The median gross rent was \$369, which helps show a consistency in rent prices throughout Clifton Heights.

TABLE 2 – Clifton Heights Dwelling Units Characteristics: 1990

	Clifton Heights	Louisville	Jefferson County
Dwelling Units	3,623	124,602	282,578
Single-Family	1,168 (32.2 percent)	73,764 (59.2 percent)	N/A
Multi-Family	2,455 (67.8 percent)	50,838 (41.8 percent)	N/A
Percentage of Owner Occupancy	31.8 percent	54.7 percent	64.6 percent
Vacancy Rate	8.7 percent	8.4 percent	10.7 percent
Average Value of Owner Occupied Dwellings	\$60,515	\$53,699	\$69,949
Mean Gross Rent of Renter Occupied Dwellings	\$373	\$247	\$346
Median Gross Rent of Renter Occupied Dwellings	\$369	\$308	\$346

SOURCE: 1990 U.S. Census

Note: “mean” is the mathematical average; “median” is the middle point of rank-ordered data.

3.3 Socioeconomic Characteristics

The U.S. Bureau of the Census keeps track of information that assists in evaluating the economic well-being of a community. For instance, comparing these types of information to the city or county information will help determine whether economic assistance is needed in a community.

An unemployment rate defines the percentage of people in the work force (between 18 and 64) who are currently without work. According to the 1990 Census, the Clifton Heights unemployment rate was 3.9 percent. This is considered very low, especially when compared to the unemployment rates of the City of Louisville (9.0 percent) and Jefferson County (6.1 percent).

The estimate of persons living below poverty level is based on income and numbers of persons within households. In Clifton Heights the percentage of persons that had incomes below poverty level in 1990 was 12.0 percent. This was much lower than the value for Louisville (22.6 percent) and slightly lower than the value for Jefferson County (13.7 percent).

The median household income is a statistic used to evaluate the income of the households in the area. In 1990, the U.S. Census reported that the median household income in Clifton Heights was \$24,826. This value is higher than the City of Louisville (\$20,141) and lower than the remainder of Jefferson County (\$27,092).

TABLE 3 – Clifton Heights Socioeconomic Characteristics: 1990

	Clifton Heights	Louisville	Jefferson County
Unemployment Rate	3.9 percent	9.0 percent	6.1 percent
Percentage of Persons Living Below Poverty Level	12.0 percent	22.6 percent	13.7 percent
Median Household Income	\$24,826	\$20,141	\$27,092

SOURCE: 1990 U.S. Census

4. LAND USE

This section of the Clifton Heights Neighborhood Plan evaluates existing land use patterns that have shaped the community. Next, future land use scenarios will be discussed to help identify the wants and needs of the community.

4.1 *Existing Land Use*

Clifton Heights is a predominately residential area with a mixture of commercial, institutional, and industrial uses scattered throughout the study area. Single-family homes occupy the majority of the land area, with multi-family structures occupying a large percentage of the remaining area (*See Figure 2, Existing Land Use*). Commercial, industrial and institutional land uses make up a small percentage of the total land area.

The Clifton Heights area can be divided into three distinct regions, each occupying one of the three knobs of Clifton Heights. The first knob extends from Mellwood Avenue to Brownsboro Road along Thompson Avenue and Drescher Bridge Avenue. This area was the location of the first recorded subdivision in Clifton Heights, Anderson Park, which was platted in 1892 by the Kentucky Excelsior Manufacturing Company. The existing houses were mostly developed in the 1930s and occupy small, narrow lots (typically 3,000 to 4,000 square feet) arranged in a grid pattern.

The second knob is located east of the first and includes all the roads and properties accessible to Kenilworth Road (Belcourt, Indianola, and Mellwood Heights subdivisions). The area was primarily subdivided and constructed between 1905 and 1957. This area has a broader diversity of homes and lot sizes due to the rolling topography. The lot sizes in this area range from 2,000 to 91,000 feet, with the typical lot being approximately 9,500 square feet.

The third knob of Clifton Heights contains the remainder of the study area and is located in the easternmost portions of the study area, including the University Place and Riedlonn subdivisions. This area contains a wide variety of housing, with lot sizes averaging 9,000 square feet and values ranging from \$50,000 to \$1,000,000. Multi-family residential developments in this area border the three major roads.

Brownsboro Road forms the southern boundary, and occupies the valley between Clifton Heights and the adjacent neighborhoods: Clifton and Crescent Hill. A wide variety of commercial and some office uses occupy this corridor west of Idlewylde Drive. East of that point the corridor is mostly residential in character, a mix of small scale (4-8 unit) apartment structures and single family homes. Commercial development along Brownsboro Road varies widely in design and scale. Much of the development occurred before zoning controls were in place, and nearly all of it preceded the landscaping standards adopted in 1987. The transition between businesses and adjacent residences in many instances would benefit from better screening and landscaping.



The transition areas between commercial and residential areas would benefit from the addition of screening.

Industry has a limited presence in Clifton Heights. The Fischer Packing Co. is the principal industrial use, located on Mellwood Avenue near Brownsboro Road. The mini-warehouse use on Brownsboro Road east of Drescher Bridge Avenue is a low intensity industrial operation. A small printing business occupies an industrial site established many years ago on Cleveland Boulevard near Country Club Road.

Commercial uses (Tumbleweed restaurant and WLKY television studio) adjoin the meat packing operation. The balance of the Mellwood Avenue corridor is in residential and institutional use. WLKY's campus-type setting forms a transition between residential and non-residential use in this corridor.

The Veterans Administration hospital occupies a large tract at the intersection of Zorn and Mellwood avenues. The hospital occupies the upland portions of the site with tree-covered hillsides highly visible from the street. There are several churches in the neighborhood, interspersed with residential areas. There are no public parks or schools in Clifton Heights. Property at the southwest corner of the neighborhood, between Mellwood and Drescher Bridge, is owned by the City and is a stormwater detention area associated with the Beargrass Creek pump station.

4.1.1 Existing Zoning

The Clifton Heights study area includes residential, office, commercial/industrial, and industrial zoning (See Figure 3, Existing Zoning Map). Residential zoning districts occupy approximately 434 acres, or 73.8 percent of the study area. Office-residential zoning accounts for 98 acres (16.6 percent) of the study area and commercial zoning comprises 36 acres (6.1 percent). Industrial zoning only occupies approximately 12 acres, or 2.0 percent of the study area. The remaining area is set aside for public right-of-way.

Residential Zoning. Lots zoned R-5, R-6, and R-7 make up the majority of residential zoning in the study area (although some OR-2 and OR-3 lots have apartments on the land). According to the Jefferson County Development Code, R-5 allows 7.26 dwelling units per acre, and is considered a single-family zoning district. The minimum lot size in this district is 6,000 square feet, although smaller lots established prior to enactment of R-5 zoning are still buildable. R-5 Single Family zoning occupies 302 acres of the study area and the current density of development in these areas is 3.56 dwelling units per acre. Churches and other special uses are also allowed in the R-5 zone.

The R-6, R-7, OR-2 and OR-3 multi-family zoning designations occupy a total of 132 acres of the land in the Clifton Heights Study Area. R-6 zoning allows 17.42 dwelling units per acre, and R-7 allows 34.8 dwelling units per acre. The OR-2 and OR-3 zoning types allow 58 dwelling units per acre and up to 435 dwelling units per acre (for zero-bedroom dwellings), respectively. The OR districts also permit office uses; OR-2 is limited to professionals (accountants, architects, attorneys, engineers, etc.) while OR-3 allows any type of business office. Throughout much of the study area, the actual density of dwelling units in each zoning district is much lower than the permitted density.

Commercial Zoning. The study area includes C-1, C-2, and CM zoning classifications. The commercial zoning is primarily located along the Brownsboro Road corridor. There is also a large C-2 lot located along Mellwood Avenue where the NewsChannel 32 television studio is located. CM is a hybrid district, permitting both commercial (C-2) and industrial (M-1) uses. It is limited to the mini-warehouse use on Brownsboro Road.

Industrial Zoning. Industrial zoning is in the form of M-2 and M-3 classifications. All of this type of zoning is located on Mellwood Avenue in the vicinity of the Fischer meat packaging plant.

4.1.2 Plan Certain Sites

The Zoning District Regulations were amended in 1975 to create a procedure known as “Plan Certain.” It requires persons seeking a change in the zoning map to submit a plan showing how the property will be used. In addition to the plan, restrictions on the use of the site are normally created, known as “binding elements.” For example, hours of operation, maximum size of signs and types of businesses not allowed on the premises may be specified as binding elements. Sites that have been rezoned under this process must be developed and operated in accordance with the approved plans and binding elements, unless the Planning Commission approves changes to these restrictions. Future owners of the property are bound by Plan Certain requirements. There are nine plan certain cases within the boundaries of the Clifton Heights study area.

TABLE 4 – Plan Certain Cases within Clifton Heights

Case Number	Address	Zoning Change
9-21-81	Zorn/Brownsboro Intersection	From R-5 Single Family Residential to R-6 Multi-Family Residential
9-28-81	2550 Mellwood Avenue	From R-5 Single Family Residential and R-1 Single Family Residential to R-7 Multi-Family Residential
9-20-84	2437 Brownsboro Road	From R-6 Multi-Family Residential to C-1 Commercial
9-84-84	2405 Brownsboro Road	From C-1 Commercial to R-10 Apartment
9-09-86	2400 Mellwood Avenue	From R-5 Single-Family Residential to R-6 Multi-Family Residential
9-56-86	1919 Brownsboro Road	From R-6 Multi-Family Residential, R-9 Residential Office, and C-2 Commercial to C-M Commercial-Manufacturing
9-90-89	2701 Lindsay Avenue	From R-5 Single-Family Residential to OR-2 Office/Residential
9-01-91	1900 Mellwood Avenue	From C-1 Commercial and R-6 Multi-Family Residential to C-2 Commercial
9-31-95	1900 Mellwood Avenue	From C-1 Commercial and R-6 Multi-Family Residential to C-2 Commercial

SOURCE: Jefferson County Division of Planning and Development Services records

4.1.3 Cornerstone 2020 – Future Land Uses

The Board of Aldermen and the Louisville & Jefferson County Planning Commission recently adopted the Cornerstone 2020 Comprehensive Plan. Cornerstone 2020 creates “form areas:” portions of the city with similar development patterns and land uses. The Plan recommends form district regulations that will govern the appearance and character of new development. The form district regulations are currently being written; the timeframe for their adoption is uncertain, possibly end of 2001. The form area map and form district regulations are intended to promote compatibility of new uses with their surroundings, and preservation of desirable characteristics of established neighborhoods. According to the form area map, three different form areas are located in the Clifton Heights study area: Traditional Neighborhood, Neighborhood, and Traditional Marketplace (*See Figure 4, Cornerstone 2020 Form Areas*).

Traditional Neighborhood = The Traditional Neighborhood form area is characterized by predominately residential uses, a grid pattern of streets with sidewalks and often including alleys. Residential lots are narrow and often deep, but the neighborhood may contain sections of larger estate lots. There is usually a significant range of housing opportunities, including multi-family dwellings.

Within the study area, the Traditional Neighborhood district is located near the intersection of Brownsboro Road and Mellwood Avenue (the western knob). The residential units along Thompson Avenue and Drescher Bridge Avenue exhibit these characteristics. The lots are narrow, residents park along the streets, and the median age of the houses in this area is over sixty years old.

Neighborhood = The Neighborhood form area is characterized by a range of low to medium density residential units. A diversity of housing types is recommended, to meet the needs of differing ages and incomes. Housing types appropriate in this form area include large lot single family homes, villages, zero lot line construction and high density apartment or condominium development. High density is limited to sites along arterial streets and designs that minimize impacts on lower density uses. All of the study area outside the Traditional Neighborhood and the Traditional Marketplace has been designated as Neighborhood.

Traditional Marketplace = The Traditional Marketplace form area is found along a major roadway where the pattern of development is distinguished by a mixture of low to medium intensity uses such as neighborhood-serving shops, small specialty shops, restaurants, and services. Buildings generally have little or no setback, roughly uniform heights and a compatible building style. The district is located along the Brownsboro Road corridor from Mellwood Avenue to Idlewylde Drive.

4.1.4 Historic Preservation

There are no locally or nationally designated historic districts within the study area boundary; however, there are some historically important structures.

One property that is listed on the National Register of Historic Places is “Selema Hall,” which is located at 2837 Riedling Drive. According to *Crescent Hill Revisited*, the home was constructed prior to 1838. The raised basement house with transitional features between the Federal and Greek Revival styles has had many well-known owners, including Nettie Belle Smith Felder (daughter of L&N Railroad president Milton Hannibal Smith) as well as the Southern Baptist Theological Seminary. The house was placed on the National Register of Historic Places in 1978.

Another property that is of historic significance is “Beechland,” the property at 2 Rebel Road, located in the southeastern portion of the study area near the intersection of Brownsboro Road and Hillcrest Avenue. In June 1835 the site was host to the wedding of Sarah Knox, daughter of the Twelfth President of the United States Zachary Taylor, and Jefferson Davis, who would later become president of the Confederate States of America. The existing structure was constructed in 1870, shortly



Historic Beechland Property

after the original was destroyed by fire. It is eligible but has not been listed on the National Register of Historic Places.

4.1.5 Other Land Use Issues

Residential In-fill. Residential in-fill is another development topic which needs to be addressed. There are several areas within the study area where additional homes can be built, by subdividing large lots, or shifting lot lines among previously created parcels. Infill construction can contribute to the neighborhood's vitality and generally is an indicator of the area's appeal, design of the resulting homes should be compatible with the character of the neighborhood. Through the form district regulations, standards will be established to ensure that new construction is compatible with the neighborhood and is an asset to the area.



Example of recent residential in-fill on Lindsay Avenue.

Other Land Use Issues. There are other land use issues that must be dealt with in order to preserve the existing character of the Clifton Heights community. For instance, one of the comments that was repeated in many of the surveys was a need to encourage local land owners to preserve the existing open space and woodlands as much as possible. Clifton Heights was once known for its tree covered hills. However, as the area has developed, many of these wooded hills have been converted into treeless, densely developed areas. The surrounding woodland and open space is important to the residents because it helps give the area a unique natural setting although nested only three miles from downtown.

It is very important to ensure appropriate development and redevelopment of environmentally constrained sites, especially in Clifton Heights. Because of the nature of the terrain, there are several natural drainage ways in the community. Also, many hillsides may be prone to severe soil erosion if the mature trees are removed for development. The Louisville and Jefferson County Planning Commission is currently

overseeing the development of a new land development code. This land development code will emphasize the protection or appropriate development of environmentally constrained areas. The plan will rely on this new code as a means of protecting some of the areas within the Clifton Heights study area.

4.1.6 Projection of Existing Land Use and Zoning Trends

If the existing development trends continue, Clifton Heights will experience further residential development, on individual lots in the R-5 areas, and build-out of the multi-family zoned areas. The few remaining open spaces and wooded hillsides likely will be developed. In the short term, residential in-fill developments may fail to reflect the character (lot size, house orientation, appearance) of the existing residential developments. Once they are adopted, the form district regulations likely will ensure compatibility of new development. Office and commercial uses likely will proliferate within the residential areas, as allowed by existing zoning. The neighborhood would lack internal connections and access to River Road would be limited because of a lack of pedestrian facilities.

4.2 Land Use Recommendations

The following goals and recommendations and the recommendations shown on Figure 5 were developed from suggestions of Clifton Heights citizens and survey results, in consultation with local agencies.

GOAL: Retain the existing land use pattern within the neighborhood. The pattern is primarily residential with commercial services along Brownsboro Road.

GOAL: Preserve and enhance the “small town” character and residential diversity of Clifton Heights.

Recommendation A.1: Change zoning to conform to land use recommendations of Cornerstone 2020 and the neighborhood plan.

Recommendation A.2: Ensure appropriate development and redevelopment of environmentally constrained sites.

Recommendation A.3: Establish guidelines for residential in-fill development to preserve the neighborhood’s existing character and to ensure compatibility with the surrounding residential area (lot size, orientation, structural character). Revise notification procedures so that adjacent property owners have opportunity to comment on creation of substandard lots.

Recommendation A.4: Maintain or increase the percentage of owner occupied dwelling units.

Recommendation A.5: Improve the transition between residential and non-residential uses.

Recommendation A.6: Investigate potential acquisition of vacant property for public recreation/open space use.

The intent of the land use goals and recommendations is to retain and enhance the existing land use pattern within the neighborhood. Future commercial and office use would be encouraged in the Brownsboro Road corridor. Multi-family residential development would be allowed to continue to be developed primarily along the perimeter of the study area. Single-family and low intensity multi-family development would characterize the interior of the study area, consistent with the neighborhood's goal of increased owner-occupancy.

Zoning Changes. In an effort to preserve the existing character of the area and to meet the goals and recommendations of the plan, some zoning changes are recommended. The proposed zoning changes would accomplish several purposes:

- make the zoning designations consistent with existing land uses
- reduce the permitted density of existing multi-family residential developments, while preserving high density classification
- allow infill development that is consistent with surrounding land uses
- permit low intensity multi-family or duplex development in appropriate locations

These proposed zoning changes are described below. Maps of the proposed zoning changes are included in the appendix (*See Figures 6-15*).

Zoning Change 1 = *The first zoning change would apply to seventeen parcels along Thistlewood Drive between Birchwood Avenue and Pryor Avenue. The current zoning is R-7, and the plan recommends that this land be rezoned to R-5. All of the developments in the zoning change area are suburban-style single-family homes. The change to R-5 would ensure that these parcels remain single-family dwellings in the future.*

Zoning Change 2 = *The second zoning change would apply to two parcels located near the intersection of Birchwood Avenue and Cleveland Boulevard that are currently zoned OR-2. The parcel located northeast of Birchwood Avenue is vacant, while the other parcel is occupied by the Birchwood Avenue Church of Christ. The parcels would be rezoned to R-5. The R-5 zoning*

would ensure single-family dwelling development on the vacant parcel, which is accessible only by the very narrow section of North Birchwood. R-5 zoning allows churches and related uses; the rezoning would ensure that any future re-use of the property would be similar in use and intensity to the surrounding development.

Zoning Change 3 = The third zoning change involves two parcels located at the intersection of Hite Avenue and Cleveland Boulevard which are currently zoned C-1. These parcels are occupied by an apartment development containing 72 dwelling units. The rezoning requests a change to R-7, which reflects the current residential nature of the land use. Located on local level roads in an entirely residential area two blocks from Brownsboro Road, this location does not meet Comprehensive Plan criteria for a commercial center.

Zoning Change 4 = The fourth zoning change would apply to 46 parcels located on Lindsay Avenue and Cleveland Boulevard between Hite Avenue and Mt. Holly Avenue. The area is currently zoned R-6 and the rezoning asks for a change to R-5B for the parcels along Lindsay Avenue and R-5 along Cleveland Boulevard. The reason for the difference is that existing multiplex developments are already located along Lindsay Avenue. R-5B zoning, which allows two units per lot, was selected to encourage owner-occupancy while allowing more than single family use.

Zoning Change 5 = Zoning Change 5 proposes the rezoning of 93 parcels in the Drescher Bridge area of Clifton Heights. The area is currently zoned R-6 and the study suggests that all but one of these properties be rezoned to R-5B. This classification would recognize the homes already converted to duplex use, and allow similar changes in the future, without encouraging site assembly and clearance for multi-family development. The one property that should be changed to R-5A is the property owned by Stor-All Inc. and is located at 1851 Drescher Bridge Avenue. The R-5A zoning is recommended for this particular property due to the topography and existing use at the front of the property. This classification would allow placement of residential use in the less constrained portions of this steeply sloped site.

Zoning Change 6 = This zoning change proposes the rezoning of 95 parcels located on Coleen Court, Bexley Court, and Audley Drive off North Hite Avenue. The developments consist of owner-occupied town homes and apartments and is currently zoned OR-2. Ninety-four of the parcels (those considered a part of the Heather Hills neighborhood) will be rezoned to R-7, while the other parcel will be changed to R-8A. The reason for the change is to ensure that this area remains residential and not changed to office use in the future.

Zoning Change 7 = *Eight parcels located on Birchwood Avenue and Lindsay Avenue are proposed to change from R-7 to R-5A if this zoning change is approved. A majority of the 6.6 acres is undeveloped. The R-5A zoning designation allows development for residential purpose in cluster patterns so that open space can be preserved and the impact on the environment can be minimized.*

Zoning Change 8 = *This change would rezone one parcel located at 750 Zorn Avenue. The change would be from OR-3 Office/Residential to R-7 Multi-Family Residential. This rezoning would ensure that the area remains residential and is not changed to office use in the future. R-7 zoning allows the current use of the property.*

Zoning Change 9 = *This zoning change proposes the rezoning of eight parcels located along Mellwood Avenue and Lake Avenue in the northeast corner of the study area. The change would be from OR-3 Office/Residential to R-7 Multi-Family Residential. This rezoning would ensure that the area remains residential and does not change to office use in the future. R-7 zoning allows the current use of the property.*

4.3 Implementation*

The value of the Clifton Heights Neighborhood Plan depends upon the extent to which its recommendations are implemented. This section of the plan will identify resources, programs and agencies that may assist with implementation of the land use recommendations.

Clifton Heights Community Council and constituent neighborhood/business associations are essential to the plan implementation process. Active involvement by citizens is necessary if the plan's recommendations are to be funded and incorporated in agency work programs. Community involvement in the development review process (rezonings, variances, conditional use requests, etc.) is also essential to achieving the plan's recommendations. A well-informed and organized neighborhood group is needed to have an impact on the type and quality of new development. Similarly, an informed and active neighborhood is more likely to achieve the cooperation of individual business and property owners. Ways to enhance the effectiveness of the neighborhood associations are addressed in section 6.6 of this plan (see page 48). Those actions are key to achieving the land use and transportation recommendations discussed here and in section 5.4.

Implementation of the land use recommendations will be primarily carried out by the Louisville Board of Aldermen and the Louisville & Jefferson County Planning

* *Editor's Note: During the course of this study, the proposal to merge City of Louisville and Jefferson County governments was passed. This plan refers to the departmental and legislative structures as currently in effect. References to specific entities in this report are also applicable to their successors as they may be created through governmental reorganization.*

Commission working in cooperation with neighborhood residents. The Board of Aldermen would serve as the applicant for the proposed zoning changes if they choose to follow through with those recommendations. The rezoning would entail a minor appropriation of funds, to cover the costs of legal advertisement and property owner notification. The Planning Commission would conduct a public hearing and make a recommendation to the Board concerning the proposed rezoning.

The Planning Commission has the responsibility of overseeing the development of regulations to ensure appropriate development of environmentally constrained sites and in-fill development in the neighborhood. These standards will be prepared as part of the Land Development Code project currently underway. Action by the Board of Aldermen to enact the new regulations is necessary. The Board, Planning Commission and Board of Zoning Adjustment will also be responsible for ensuring that new development within the neighborhood conforms to the neighborhood plan and the new Development Code. The Planning Commission has the authority to determine notice procedures. The Commission could revise its policies to require notification of adjacent property owners when new development is proposed that entails creation of a substandard lot.

The Louisville Public Works Department and the Brownsboro Road Merchants Association would be asked to help improve the transition between residential and nonresidential areas. This would involve improving pedestrian facilities, landscaping, and other measures which are covered in subsequent sections of the plan.

Acquisition of open spaces would entail funding through the Board of Aldermen, with active participation of Metro Parks; this topic is addressed in section 6.6 (see page 49).

The following table identifies entities that would be involved in implementing the plan's recommendations, as well as applicable programs/actions.

TABLE 5 – Implementation Strategies for Land Use Recommendations

Recommendation	Partnership for Implementation	Available Programs
A.1 = Change zoning to conform to land use recommendations.	Board of Aldermen, Planning Commission	Rezoning process (Division of Planning and Development Services)
A.2 = Ensure appropriate development of environmentally constrained sites.	Board of Aldermen, Planning Commission, Board of Zoning Adjustment	Revision of Land Development Code to include environmental performance standards: detailed regulations promoting environmental quality—applicable to all new development (including sites that do not require rezoning) Review process for developments requiring rezoning or other approvals
A.3 = Establish guidelines for in-fill development to preserve the neighborhood's existing character.	Board of Aldermen, Planning Commission, Board of Zoning Adjustment	Same as A.2
A.4 = Maintain or increase owner-occupancy.	Board of Aldermen, Planning Commission	Areawide rezoning proposal Review process for developments requiring rezoning or other approvals
A.5 = Improve transition between residential and non-residential uses.	Property Owners, Planning Commission, Board of Aldermen, Brownsboro Road Merchants Association, Office of Business Services	Same as A.2 Same as E.2
A.6 = Acquire vacant parcels to preserve wooded and open spaces.	Louisville Board of Aldermen, Metro Parks,	Aldermanic support for detailed planning and acquisition

4.4 *Priorities*

On February 15, 2001, the Clifton Heights Neighborhood Plan Task Force conducted an evaluation to prioritize the land use goals and objectives. After discussing the pros and cons of each recommendation the task force prioritized them into three categories: High, Medium, and Low. These rankings are listed in Table 6 below.

TABLE 6 – Prioritization of Land Use Recommendations

Recommendation	Description
High Priority	
A.1	Change zoning to conform to land use recommendations of Cornerstone 2020 and the neighborhood plan.
A.3	Establish guidelines for residential in-fill development to preserve the neighborhood's existing character and to ensure compatibility with the surrounding residential area.
Medium Priority	
A.2	Ensure appropriate development and redevelopment of environmentally constrained sites.
A.4	Maintain or increase the percentage of owner occupied dwelling units.
Low Priority	
A.5	Improve the transition between residential and non-residential areas.
A.6	Investigate potential acquisition of vacant property for public recreation/open space use.

5. TRANSPORTATION

This section of the Clifton Heights Neighborhood Plan will focus on transportation issues. An evaluation of the existing transportation facilities identifies issues for this plan. The plan will then discuss goals and objectives that have been created to help correct some of the shortcomings of the existing transportation system.

5.1 Existing Transportation Facilities

Mellwood Avenue, Zorn Avenue and Brownsboro Road are the primary roads in the Clifton Heights neighborhood. These three roads act as the main routes of ingress and egress for the neighborhood. The remaining roads are residential streets that serve the homes that line them.

The functional classification of streets identifies the role of each street within the roadway network (*See Figure 16, Functional Street Classification*). The highest functional classification within the study area is Brownsboro Road which is classified as a “major arterial corridor.” Major arterial corridors link major activity centers within a metropolitan area. Zorn Avenue is designated as a minor arterial corridor; it provides access to I-71 and River Road. Mellwood Avenue is designated as a “primary collector corridor.” Primary collector corridors typically carry local traffic between other more heavily traveled roads. In this case, Mellwood Avenue carries local traffic to Zorn Avenue and Brownsboro Road. The balance of the streets are classified as local streets, intended to provide access to abutting property.

The roadways within the Clifton Heights neighborhood are generally well-kept, but narrow and in need of curbing in some places. The narrow roadways are primarily due to the period of time and manner in which they were developed. Roads like Birchwood Avenue north of Cleveland Boulevard are very narrow (as narrow as 10 feet wide in some spots). The task force considers these roads to be hazardous. Even roads that are not narrow can become somewhat clogged because of the presence of on-street parking.



Birchwood Avenue north of Cleveland Boulevard is very narrow.

The road pattern in Clifton Heights reflects the area’s topography. Each of the three ridges that comprise Clifton Heights is served by a road system that does not connect with streets serving other portions of the neighborhood. This lack of internal connections is highly unusual among city neighborhoods and is a limiting factor for developing a sense of community among area residents. Informal connections have been established allowing pedestrians to access adjacent areas without using the thoroughfares at the perimeter of the neighborhood.

5.1.1 Traffic Volumes

Average daily traffic (ADT) is the volume of traffic passing by a designated point on an average day. This statistic is based on traffic counts adjusted for season, monthly, and day-of-the-week variations. Brownsboro Road carries the highest volume of traffic in the Clifton Heights study area. Between Mellwood Avenue and Coral Avenue, Brownsboro Road averaged 15,100 vehicles per day in 1998. From Coral Avenue east to Birchwood Avenue the number of vehicles decreases slightly to 14,700 vehicles per day. The traffic count then increases to 19,000 vehicles per day along Brownsboro Road from Birchwood Avenue to Zorn Avenue.

The last available average daily traffic (ADT) count for Zorn Avenue is from 1996. The count revealed an ADT of 16,544 vehicles per day on Zorn Avenue between Hillcrest Avenue and I-71.

5.1.2 Traffic Signals

There are six traffic signals within the study area. Five of these signals are located along Brownsboro Road at the following intersections: Mellwood Avenue, Haldeman Avenue, Clifton Avenue, Ewing Avenue, and Hillcrest Avenue. The other signal is located on Zorn Avenue at the entrance to the Veterans Hospital.

5.1.3 Accident Analysis

An evaluation of traffic accidents which occurred between January 1, 2000 and September 30, 2000 was conducted to identify intersections where accidents are common. During this time frame, there were thirty-two reported traffic accidents within the study area boundaries. The most frequent accident location is at the intersection of Hillcrest Avenue and Brownsboro Road (13 accidents). Table 7 has a breakdown of the location of accidents during this time frame.

**TABLE 7 – Accident Locations in Clifton Heights:
January 2000 to September 2000**

Location of Accidents	Number of Accidents at Location
Intersection of Hillcrest Ave. and Brownsboro Rd.	13
Intersection of Mellwood Ave. and Zorn Ave.	9
Intersection of Mellwood Avenue and Brownsboro Rd.	3
Intersection of Lindsay Ave. and Brownsboro Rd.	3
Intersection of Kenilworth Rd. and Brownsboro Rd.	2
Intersection of Birchwood Ave. and Brownsboro Rd.	1
Intersection of Cleveland Blvd. and Birchwood Ave.	1

SOURCE: Louisville Police Department

According to the Louisville Public Works Department, the high number of accidents at the intersection of Hillcrest Avenue and Brownsboro Road and the intersection of Mellwood Avenue and Zorn Avenue are possibly due to the high traffic volume which goes through these areas and not because of design failures (an accident analysis should be conducted to come to a final conclusion). In 1998, Public Works explored the possibility of improving the Hillcrest Avenue/Brownsboro Road intersection. The preliminary studies indicated that there was not adequate right-of-way to make major improvements and the accident data did not warrant acquiring additional right-of-way to improve the intersection. The public works department will continue to monitor this intersection (and others as well) in the future to assure driver safety.

5.1.4 Public Transportation

The Transit Authority of River City (TARC) provides public transit in the Clifton Heights study area (*See Figure 17, Multi-Modal Transportation*). There are two routes which make stops in the study area. The two routes are the Market Street No. 15 and River Road No. 59. The Market Street No. 15 bus travels through the eastern portion of the study area along Country Club Avenue, Cleveland Boulevard, Lindsay Avenue, and Brownsboro Road and provides access to downtown for local residents. The buses travel through the area every thirty minutes during peak hours (6:30 to 9:00 a.m., 3:30 to 6:00 p.m.) and once an hour during normal times and on weekends.

The River Road No. 59 bus travels along Mellwood Avenue and also provides access to downtown as well as the Prospect community. This route is more of a commuter route, only offering services during the morning and evening. This route does not run on weekends and holidays.

In 1995, TARC completed a very thorough stop-by-stop passenger count for each of their routes. The information was gathered on one weekday and one weekend day to see how ridership varied. For the Market Street route, 388 passengers boarded or alighted in the Clifton Heights area on the weekday information was gathered. On the weekend 141 people boarded or alighted TARC buses. The study also showed that no one in Clifton Heights boarded or alighted the River Road No. 59 route in Clifton Heights.

TARC also offers the TARC 3 Paratransit Program to those Clifton Heights residents that qualify. The program is a door-to-door service for people who are certified as paratransit eligible according to guidelines established in the Americans with Disabilities Act of 1990.

5.1.5 Parking

Off-street parking is required for all new development, as part of the zoning ordinance. The number of spaces required depends on the size and type of development. However, significant portions of Clifton Heights were developed prior to adoption of the parking regulations. In addition, some uses may generate more parking than envisioned in the regulations. On-street parking generally serves overflow parking demands that result. A

large majority of the Clifton Heights residential units have off-street parking available to them. However, many streets such as Kenilworth Road, Fleming Avenue and Hite Avenue have on-street parking. While on-street parking can congest traffic on these narrow neighborhood roads, it also helps slow down traffic.

There were several comments in the neighborhood survey about commercial parking in Clifton Heights. Commercial parking in the area is not well designed in terms of effective use of available land, provision of interior landscaping, or screening of the lots from adjacent roads and residential areas. The lack of vegetation results from construction of the lots prior to adoption of the community's landscaping ordinance.

5.1.6 Sidewalk and Pedestrian Facilities

Sidewalk and street crossing aids should ideally be provided to ensure safe pedestrian access to and from activity centers. An evaluation of the sidewalks within the Clifton Heights study area revealed that the sidewalk system is inadequate. Very few of the neighborhood streets have sidewalks so pedestrians must either walk in the street or on private property. On-street parking further complicates pedestrian circulation in areas without sidewalks.

A special concern is the lack of sidewalks connecting the major residential areas with the commercial activities and transit stops located on Brownsboro Road. The narrow, curving alignment and presence of on-street parking make this a particular concern at the lower end of Kenilworth Road.

Because of the location of the Kentucky School for the Blind south of the study area, it was necessary to evaluate the crossing signals along Brownsboro Road. According to the Louisville Public Works Department, there are four audible crossing signals along Brownsboro Road. These signals are located at Mellwood Avenue, Haldeman Avenue, Clifton Avenue, and Ewing Avenue. These audible signals help pedestrians with visual impairments cross the road safely.

5.1.7 Bikeways

The *1994 Bicycle and Pedestrian Circulation Plan* outlines a countywide bicycle and pedestrian network in Louisville and Jefferson County. The nearest bikeways are located on Zorn Avenue (eastern boundary of the study area), along Frankfort Avenue (south of the study area), and along River Road (north of the study area). The route along Zorn Avenue is proposed as a Class II bike lane, which means a portion of the roadway would be designated for the preferential or exclusive use of bicycles; widening of the curb lanes may be necessary to accommodate the proposed bike lane. The route along Frankfort Avenue is a Class III bike route, which means a roadway shared by both cars and bicycles. A multi-use path serving pedestrians and bicyclists is being constructed along the waterfront. The portions completed near Downtown are proposed to extend eastward past the study area in conjunction with the proposed River Road widening, which is planned for construction in Fiscal Year 2004.

5.2 *Transportation Needs*

As previously stated, many of the roads within Clifton Heights are narrow, a reflection of the eras which they were planned and constructed. With today's focus on automobile travel, it is important to improve these narrow roads to accommodate increased use. One simple measure which could be used to increase safety on narrow roads is to include centerlines in places that are particularly dangerous, such as blind curves and hills. This measure has been very effective at controlling drifting traffic on Cleveland Boulevard between Zorn Avenue and University Avenue. The Louisville Public Works Department should explore the potential for similar measures at the first and second curves on Kenilworth Road when traveling from Brownsboro Road, the first curve on Winifrede Lane when traveling from Mellwood Avenue, and Lindsay Avenue from Brownsboro Road to Mt. Holly Avenue (*See Figure 18, Transportation Improvements*).

Measures should also be taken to help reduce speeding along the neighborhood streets. One short-term solution is to increase police patrol within the neighborhood as well as installing a mobile speed notification cart to make drivers aware of the speed they are driving. Traffic calming devices such as chicanes (constriction of the travel lanes) and speed humps (if permitted in the City of Louisville in the future) could be used as a way to slow down traffic in neighborhood areas. The chicanes on Payne Street in the Clifton neighborhood have been successful at reducing traffic speed and the task force is anxious to explore similar measures for the Clifton Heights neighborhood.



Speed humps (left) and chicanes are effective traffic calming measures.

There are also some road improvements which need to be implemented to make the neighborhood streets safer for vehicular traffic. For example, the intersection of Birchwood Avenue and Cleveland Boulevard should be improved to allow emergency vehicles adequate access to the homes on Birchwood Avenue. Also, the Louisville Public Works Department should explore widening or providing pull-offs along Birchwood Avenue from Cleveland Boulevard to its northern terminus. In some spots, the road is only nine feet wide and there is not adequate clearance for large emergency vehicles.

Some road improvements are also needed in the Indianola area of Clifton Heights. The asphalt curbing which lines Warren Road and parts of Winifrede Lane should be

removed. This curbing does not allow two vehicles to pass safely and is a driving hazard. Also, measures should be taken to remove the encroaching vegetation along Winifrede Lane and to return the road to its original width. Measures to accommodate stormwater and stabilize the pavement in steeply sloped portions of the road may also be needed.

5.2.1 Traffic Signals

The Kentucky Transportation Cabinet and the Louisville Public Works Department should continue the periodic evaluation (as required by Federal and State law, as well as City Ordinance) of certain intersections to determine whether they warrant a traffic signal. Residents have requested signals at the intersection of Brownsboro Road and Lindsay Avenue, Brownsboro Road and Hite Avenue, and Brownsboro Road and Birchwood Avenue.

5.2.2 Public Transportation

Many of the surveys requested improvements to the public transportation services which the Transit Authority of River City (TARC) provides. It may benefit the community if TARC evaluates the area to determine whether there is a need to increase the frequency of buses, provide alternative routes, or reroute existing routes to reach more potential riders. One way to do this would be for TARC to distribute surveys and hold a discussion at one of the monthly Clifton Heights Community Council meetings. This could serve as a valuable tool for TARC and help improve public transportation in the Clifton Heights neighborhood.

Also, there is a need for additional covered bus stops in the area. This is especially true at some of the busier loading locations, such as the intersection of Hite Avenue and Lindsay Boulevard and near the intersection of Lindsay Avenue and Brownsboro Road. This would give people who are waiting for TARC buses to arrive a place to stand out of the heat, cold, or rain.

Finally, the task force supports the idea of establishing a small trolley system to connect the residential and commercial areas of the Clifton, Clifton Heights, and Crescent Hill neighborhoods. It would allow easy access to the grocery store, other shops, and the bus route to the Shelbyville Road shopping centers. This idea was originally proposed in the Clifton Neighborhood Plan update. The trolley would traverse through the neighborhoods on certain days of the week and give people an alternative to traveling by automobile. The Clifton Neighborhood Plan Task Force is still working on the details of this plan and formal planning is expected to begin in Spring 2001. There are significant costs associated with creating a service of this type, but further investigation of its feasibility seems appropriate.

5.2.3 Parking

An evaluation of on-street parking restrictions should be completed to help ease parking issues in Clifton Heights. It is recommended that the Louisville Public Works

Department explore the feasibility of reducing or prohibiting on-street parking on Kenilworth Road from Brownsboro Road to Edith Road, Cleveland Boulevard from Zorn Avenue to a point 1,000 feet west of Zorn Avenue, and Birchwood Avenue north of Cleveland Boulevard.

In terms of commercial parking, commercial developments should evaluate their existing parking lots. The Louisville/Jefferson County Office for Business Services can evaluate parking to maximize the number of spaces on a lot by reconfiguring the layout. Also, it is recommended that commercial establishments with larger parking lots include landscaping to improve the aesthetic quality of the Brownsboro Road commercial corridor.

Some commercial parking lots in the Brownsboro Road corridor need to manage the points of ingress and egress of their lots. For example, the Shell Station and Heitzman's Bakery lack defined points of ingress and egress which can cause traffic problems and increases congestion on Brownsboro Road. Landscaping and/or traffic islands, as well as a defined sidewalk, can improve the accessibility of these and other properties.

Another parking improvement suggestion which was supplied by the Brownsboro Road Merchants Association is to delineate parking spaces by means of pavement markings on selected portions of Brownsboro Road (1800 block in particular). This area has seen a recent increase in the number of commercial developments in the area and could use some help to maximize on-street parking in the area. This would be similar to the parking spaces which have been painted on Frankfort Avenue in the Clifton area. In the event that Brownsboro Road is repaved, aldermanic funds should be set aside to repaint the parking spaces along the corridor.



*Marked parking spaces along Brownsboro Road
(near the intersection of Mellwood Avenue) will improve on-street parking.*

5.2.4 Sidewalk and Pedestrian Facilities

Improving pedestrian connections between the residential and commercial areas of Clifton Heights is a very high priority. The Clifton Heights Neighborhood Plan Task Force has evaluated areas where there are not adequate sidewalk connections and selected the following segments for sidewalk construction (*See Figure 19, Pedestrian Information*).

TABLE 8 – Needed Sidewalk Improvements in Clifton Heights

Location	Approximate Linear Distance	Approximate Cost*
<u>Mount Holley Ave.</u> = from Lindsay Ave. to Brownsboro Rd.	1,225 feet	\$7,350
<u>Hite Ave.</u> = from Lindsay Ave. to Fleming Ave, and from Chickasaw Ave. to Brownsboro Rd.	975 feet	\$5,850
<u>Kenilworth Rd.</u> = from Edna Ave. to Brownsboro Road	910 feet	\$5,460
<u>Brownsboro Rd.</u> = from Hite Ave. to Ewing Ave.	1,125 feet	\$6,750
<u>Birchwood Ave.</u> = from Brownsboro Rd. to Cleveland Blvd.	1,900 feet	\$11,400
<u>Zorn Ave.</u> = from VA entrance to Mellwood Ave.	1,200 feet	\$7,200

* Using an approximate construction cost of \$6.00 per foot; this value was provided by the Louisville Public Works Department. Does not include extraordinary costs or right-of-way acquisition.

Also, the residents of Clifton Heights would like for the unfinished sidewalk segments along Brownsboro Road (particularly between University Avenue and Hillcrest Avenue) to be completed. This would provide continuous pedestrian access along this portion of Brownsboro Road.

In addition to the sidewalk segment construction, it is very important that the Louisville Public Works Department and Kentucky Transportation Cabinet maintain the existing pedestrian facilities. This includes identifying sections of the current sidewalk system which are in disrepair and maintaining all audio and visual crosswalk signals. One particular intersection that is in need of improvement is the intersection of Haldeman Avenue and Brownsboro Road. This intersection is the crosswalk which links Clifton Heights with Bingham Park. It is also important to improve this intersection because it is the primary crossing point for many visually impaired pedestrians who travel to and from the Kentucky School for the Blind. The intersection is in need of major improvements, including repainting the crosswalk and improving the sidewalks at the intersection. This would provide a safer place for residents to cross Brownsboro Road.



The crosswalk connecting Clifton Heights and Bingham Park could use some improvements.

Also, it is very important that the sidewalks within and surrounding Clifton Heights be made more accessible for visually impaired pedestrians. This would include improving crosswalks and ramps to help guide visually impaired pedestrians across streets safely, conducting period checks of the audio crossing signals. Installing signage along Brownsboro Road to warn drivers about the presence of visually impaired pedestrians is also recommended. This is especially needed between State Street and Haldeman Avenue.

5.2.5 Bike and Pedestrian Connections

The Clifton Heights Neighborhood Plan Task Force has identified a need to improve linkages within the neighborhood and to establish a connection to the Jefferson County Bicycle Path system.

There are alternative ways to improve bicycle and pedestrian circulation between the three distinct sections of Clifton Heights. Linkage to the Drescher Bridge area occurs informally via the church parking lot lying between Thompson Avenue and Edna Road. A more formal basis for this access may be appropriate. Between the middle and eastern sections, options for linkage include:

1. Construct a small trail from North Hite Avenue and Pauline Road, or
2. Establish a neighborhood connection between North Hite Avenue and Kenilworth Road, or
3. Construct a connection along the right-of-way extending from Pryor Avenue to Lake Avenue.

If established, these connections would afford the neighborhood greater accessibility for children, as well as more options for recreational walking and bicycling.

In addition to the internal connection, the community would benefit from an external bicycle and pedestrian connection along Zorn Avenue and Mellwood Avenue (*See Figure*

20, *Bicycle and Pedestrian Connections*). The 1994 *Bicycle and Pedestrian Circulation Plan* recommends that a permanent Bike Lane be constructed along Zorn Avenue. A possible alternative would be construction of a multi-use or pedestrian path in the median of Zorn Avenue. This would require active participation of the Louisville Water Company in planning any changes, as the median is the location of the transmission water mains that provide the raw water supply for the City of Louisville and surrounding areas. A sidewalk was recently constructed along a portion of the neighborhood's Zorn Avenue frontage. Extension of the sidewalk in front of the VA Hospital would allow pedestrian access to Mellwood Avenue. To assure cyclist and pedestrian safety, a wide shoulder or bike lane could be constructed along Mellwood Avenue to give both cyclists and pedestrians a safer place to ride or walk. Mellwood Avenue affords access to the Louisville Soccer Complex at Edith Avenue. The River Road multi-use path will be easily accessed from Edith Avenue.

An existing right-of-way may afford another option for connecting Clifton Heights with the Louisville Soccer Complex, Edith Avenue and River Road. A 12 foot, unconstructed right-of-way extends from the end of Callabell Road to Mellwood Avenue. This is less than the recommended width for a multi-use trail, but it may be possible to obtain additional right-of-way, or limit the trail to bike-only or pedestrian-only use.

5.3 *Transportation Recommendations*

Proposed improvements in the transportation system for Clifton Heights are listed in the following goals and recommendations, and are shown on Figure 18.

GOAL: Improve transportation safety, convenience and accessibility within Clifton Heights.

Recommendation B.1: Improve vehicular safety on neighborhood streets.

- *Paint centerlines along roads with sharp, blind curves to help drivers pass safely through these areas (similar to the one on Cleveland Boulevard).*
 - *First and second curves on Kenilworth Road when traveling from Brownsboro Road.*
 - *First curve on Winifrede Lane when traveling from Mellwood Avenue*
 - *Lindsay Avenue from Brownsboro Road to Mt. Holly Avenue.*
- *Continue to monitor intersections for the potential to install traffic signals.*
- *Explore the feasibility of improving lane marking on Brownsboro Road by repainting the lines and adding reflectors to the centerline.*
- *Add reflectors to help guide traffic at the intersection of Hillcrest Avenue and Brownsboro Road.*
- *Add reflectors and improve the curbing at the intersection of Zorn Avenue, Hillcrest Avenue, and Riedling Drive.*
- *Make design improvements (i.e., turning lanes) at the intersection of Hillcrest Avenue and Brownsboro Road.*

Recommendation B.2: Ensure adequate roadway widths for vehicular traffic and emergency vehicles.

Action One: Make improvements to the intersection of Birchwood Avenue and Cleveland Boulevard to improve safety and provide all emergency vehicles adequate clearance to enter this area.

Action Two: Create a cul-de-sac or t-shaped turnabout at the end of Birchwood Avenue to give emergency vehicles an adequate place to turn around

Action Three: Improve Warren Road to accommodate drainage and to allow opposing traffic to pass safely.

Action Four: Explore drainage improvements and remove encroaching vegetation on Winifrede Lane to give vehicles adequate width to safely travel through this area.

Recommendation B.3: Minimize speeding.

Action One: Explore traffic calming devices such as chicanes to help slow down traffic on neighborhood streets (e.g., intersection of Cleveland Boulevard and Hite Avenue).

Action Two: Implement a temporary increase of police patrol within the neighborhood, including installing a mobile speed notification cart to make drivers aware of the speed they are driving.

Action Three: Preserve on-street parking as a means of discouraging speeding, except in those areas where parking restrictions are being requested.

Action Four: Maintain narrow streets as a way to slow down vehicles.

Recommendation B.4: Provide adequate street lighting throughout Clifton Heights.

Action One: Identify residential areas in need of street lighting (e.g., along Warren Road between Winifrede Lane and Pauline Road to improve pedestrian safety at night.)

Action Two: Conduct a study to determine if intersections along Brownsboro Road could benefit from updated lighting to improve visibility and pedestrian safety.

Recommendation B.5: Investigate possible improvements in transit service.

Action One: A local trolley system is suggested to connect and service the needs of Clifton Heights, Clifton, and Crescent Hill businesses and residents (a recommendation of the Clifton Neighborhood Plan).

Action Two: Establish a working relationship between the Clifton Heights Community Council and TARC to inform TARC of the mass transit desires and special needs of local residents.

Action Three: Explore the feasibility of increasing the frequency of buses through the Clifton Heights neighborhood (especially on weekends).

Action Four: Construct more covered shelters at bus stops.

- *Intersection of Lindsay Avenue and Brownsboro Road*
- *Intersection of Hite Avenue and Lindsay Avenue*

Recommendation B.6: Provide adequate parking facilities for existing and new development.

Recommendation B.7: Improve the organization of existing on-street parking.

Action One: Explore the feasibility of reducing (limiting to one side or prohibiting parking entirely) on-street parking in certain areas to give drivers more space to maneuver on the road.

- *Kenilworth Road from Brownsboro Road to Edith Road*
- *Cleveland Boulevard from Zorn Avenue to a point 1,000 feet west of Zorn Avenue*
- *Birchwood Avenue north of Cleveland Boulevard*

Action Two: Delineate parking spaces along Brownsboro Road to maximize the efficiency of existing on-street parking.

Recommendation B.8: Improve pedestrian accessibility within residential areas, to commercial services, and across Brownsboro Road.

Action One: Focus on connecting existing sidewalks to the Brownsboro Road commercial corridor, including the following in-fill projects:

- *Mount Holly Avenue from Lindsay Avenue to Brownsboro Road,*
- *Hite Avenue from Lindsay Avenue to Fleming Avenue,*
- *Hite Avenue from Chickasaw Avenue to Brownsboro Road,*
- *Kenilworth Road from Edna Road to Brownsboro Road*
- *Zorn Avenue from VA Hospital entrance to Mellwood Avenue*
- *Birchwood Avenue from Brownsboro Road to Cleveland Boulevard*
- *Brownsboro Road between University Avenue and Hillcrest Avenue.*

Action Two: Identify sections of the existing sidewalk system which are in disrepair and report the findings to Louisville Public Works Departments (i.e. University Road).

Action Three: Improve pedestrian facilities at various intersections to ensure pedestrian safety (i.e., repaint crosswalk area, reflectors on road).

- *Intersection of Haldeman Avenue and Brownsboro Road*
- *Intersection of Clifton Avenue and Brownsboro Road*
- *Intersection of Hillcrest Avenue and Brownsboro Road*

Action Four: Seek bicycle and pedestrian facilities on Mellwood Avenue.

Action Five: Develop a master plan to incorporate landscaping, environmental conservation, historic, and pedestrian access elements for the “Chicken Steps,” the sidewalk area on the southern side of Brownsboro Road between Haldeman Avenue and State Street (in conjunction with the Clifton Community Council).

Recommendation B.9: Improve sidewalk facilities to make them more accessible to visually impaired residents.

Action One: Construct curb ramps to make pedestrian crossings more accessible to visually impaired pedestrians.

Action Two: Conduct periodic checks of the audio crossing signals to insure they are working properly (i.e., working in a timely manner, signal is loud enough to be heard).

Action Three: Improve signage along Brownsboro Road (between State Street and Haldeman Avenue) to warn drivers about the presence of visually impaired pedestrians.

Recommendation B.10: Establish bicycle and pedestrian facilities along Zorn Avenue and connecting the Clifton Heights neighborhood with River Road.

Alternative Alignments

- *Create permanent bicycle lanes along Zorn Avenue from Riedling Drive to the River Road Multi-use Trail.*
- *Construct a bicycle and pedestrian trail from the Riedling Drive/Zorn Avenue intersection north in the Zorn Avenue median to Mellwood Avenue, and then southwest on Mellwood Avenue to Edith Road.*
- *Create permanent bicycle lanes along Zorn Avenue from Riedling Drive to Mellwood Avenue bike lanes.*
- *Establish a connection along the ROW extending from the end of Callabell Road to Mellwood Avenue.*

Recommendation B.11: Establish bicycle and pedestrian connections among the three distinct sections of Clifton Heights.

Alternative Alignments

- *Create a connection between North Hite Avenue and Kenilworth Road.*
- *Construct a connection along the ROW extending north from Pryor Avenue to Lake Avenue.*
- *Connect North Hite Avenue and Pauline Road*
- *Connect Edna Road and Thompson Avenue*

*5.4 Implementation**

The Louisville Public Works Department will be responsible for implementing a majority of the transportation recommendations. The public works department is responsible for facilities within the public right-of-way such as street lights, sidewalks and roadways. They would be asked to design, implement, and maintain many of the facilities which are proposed in this section of the plan. Several of the recommendations can be carried out as part of ongoing operations of the Works Department, such as striping curved sections of roads, limiting on-street parking, and adding street lights. Other recommendations would be implemented by the Works Department only if funding were obtained, through the Board of Aldermen or other sources. Intersection improvements, roadway widening, traffic calming measures, adding sidewalks and curbing, constructing bike paths can only be achieved if funds are allocated. Aldermanic appropriations normally fund some of these improvements. Larger scale projects are eligible for state funding through KIPDA, the regional transportation planning agency. However they are subject to a highly competitive review process. Successful projects often require several years to complete this process.

Transportation issues dealing with Brownsboro Road (US 42) will need to be forwarded to the Kentucky Transportation Cabinet (KYTC) and Louisville Public Works Department. According to the KYTC, they are responsible for maintaining the road between the curbs and are responsible for striping. All issues dealing with traffic signals and traffic analysis fall upon the Louisville Public Works Department. Projects other than minor improvements such as adding reflectors and improving pavement markings will be reviewed through the KIPDA process mentioned above.

The Transit Authority of River City (TARC) will be responsible for implementing those recommendations dealing with the mass transit system. One way for the Clifton Heights Community Council to convey their ideas to TARC is to invite a representative from the organization to a local meeting and allow citizens to voice their suggestions to improve the neighborhood's public transportation system. A coalition of Clifton Heights, Clifton

* *Editor's Note: During the course of this study, the proposal to merge City of Louisville and Jefferson County governments was passed. This plan refers to the departmental and legislative structures as currently in effect. References to specific entities in this report are also applicable to their successors as they may be created through governmental reorganization.*

and Crescent Hill neighborhood groups would be able to more effectively seek the service improvements included in this plan that benefit each of these neighborhoods.

The neighborhood association should work with the Louisville Public Works Department, Kentucky School for the Blind and other local groups to improve the facilities for visually impaired pedestrians. The community should work with visually impaired residents to identify areas which could be improved, possibly including a walking tour or other means to obtain their input. This may work well as a cooperative effort with the Clifton Community Council, due to the common interests of visually impaired residents of both areas. This effort could lead to a series of specific improvements (i.e., pushbutton locator tones, Pathfinder pads on curb ramps) to help visually impaired pedestrians as they travel through Clifton Heights and adjacent neighborhoods.

This study has identified several options for improving bicycle and pedestrian circulation. Connections among the three sections of the neighborhood could be established with aldermanic approval and funding as needed to obtain right-of-way and to improve pedestrian connections. Institutional owners may be willing to provide the necessary easements. Bicycle or multi-use trails are also recommended, in existing rights-of-way. A feasibility study is needed to assess alternative locations. The Zorn Avenue median and the strip between Callabell and Mellwood are identified as possible locations in this plan; a more detailed analysis could weigh other options and determine their relative advantages and disadvantages. A study of this type could be funded through the KIPDA process, possibly using air quality or system enhancement funds.

TABLE 9 = Implementation of Transportation Recommendations

Recommendation	Partnership for Implementation	Available Programs
B.1 = Improve vehicular safety on neighborhood streets.	Board of Aldermen, Louisville Public Works Department, Kentucky Transportation Cabinet	Public Works operations: intersection monitoring, maintenance Aldermanic appropriation for intersection upgrades TIP process for intersection improvements (design and construction)
B.2 = Ensure adequate roadway widths for vehicular traffic and emergency vehicles.	Board of Aldermen, Fire/EMS departments, Louisville Public Works Department, MSD	Fire/EMS participation in needs assessment Works capital projects funded by BOA MSD drainage improvement capital projects
B.3 = Minimize speeding.	Board of Aldermen, Louisville Public Works Department, Louisville Police Department	Works capital projects (traffic calming) funded by BOA Police Dep't traffic operations
B.4 = Provide adequate street lighting.	Board of Aldermen, Louisville Public Works Department	Public Works street light evaluation program to identify areas in need of updated or new lighting. BOA appropriations for street lights
B.5 = Improve mass transit.	Transit Authority of River City, Board of Aldermen, Adjacent Neighborhoods	Cooperative effort with adjacent neighborhoods to seek design and funding of increased service BOA funding?
B.6 = Ensure adequate off-street parking for new developments.	Planning Commission; Department of Inspections, Permits and Licenses	Review of site plans and parking waiver requests Inspection of new construction to ensure adequate parking areas installed
B.7 = Improve existing on-street parking	Louisville Public Works Department	Works Dep't planning and operations

B.8 = Improve pedestrian accessibility to commercial and recreational services.	Board of Aldermen, Louisville Public Works Department; IP&L, Property Owners	Aldermanic appropriations for sidewalks and bike/pedestrian paths TE, CMAQ programs for funding bike and pedestrian facilities Targeted inspection of neighborhood sidewalks
B.9 = Improve sidewalk facilities for visually impaired pedestrians.	Louisville Public Works Department, Kentucky Council for the Blind	Aldermanic appropriations KTC funding for Brownsboro Road improvements
B.10 = Establish a bicycle and pedestrian connection to existing facilities on River Road and Zorn Avenue.	Louisville Public Works Department, Louisville Bicycle Club; Louisville Water Company	Design, right-of-way and construction funding through KIPDA (TE, STPP, CMAQ) Installation of Zorn Avenue median facilities by other entities; maintenance of median facilities by Louisville Water Company, review and approval of plans and monitoring during construction by Louisville Water Company
B.11 = Establish pedestrian connections between the three knobs of Clifton Heights.	Board of Aldermen, Louisville Public Works Department, Property Owners	Property owners to provide easements BOA appropriations for site improvements and right-of-way Design and maintenance by Public Works

5.5 *Priorities*

On February 15, 2001, the Clifton Heights Neighborhood Plan Task Force conducted an evaluation to prioritize the transportation goals and objectives. After discussing the pros and cons of each recommendation the task force prioritized them into three categories: High, Medium, and Low. These rankings are listed in Table 10 below.

TABLE 10 = Prioritization of Transportation Recommendations

Recommendation	Description
High Priority	
B.1	Improve vehicular safety on neighborhood streets.
B.2	Ensure adequate roadway widths for vehicular traffic and emergency services.
B.3	Minimize speeding.
Medium Priority	
B.8	Improve pedestrian accessibility within residential areas, to commercial services, and across Brownsboro Road.
B.4	Provide adequate street lighting throughout Clifton Heights.
B.10	Establish a connection from the Clifton Heights neighborhood to the bicycle and pedestrian facilities on River Road and Zorn Avenue.
B.9	Improve sidewalk facilities to make them more accessible to visually impaired residents.
Low Priority	
B.6	Provide adequate parking facilities for existing and new development.
B.11	Establish bicycle and pedestrian connections among the three distinct sections of Clifton Heights.
B.5	Investigate possible improvements in transit service.
B.7	Improve the organization of existing on-street parking.

6. OTHER ISSUES

This section will focus on other concerns which have been brought up by the Clifton Heights Neighborhood Plan Task Force but do not fall under the previous sections. These topics include recreation, community facilities, beautification, and crime.

6.1 Recreation

There are four parks operated by the Metropolitan Parks Department in proximity to Clifton Heights: Bingham, Eva Bandman, Louisville Soccer Complex and Crescent Hill (*See Figure 21, Area Parks*).

Bingham Park is located on the southern edge of the study area on Brownsboro Road. It is approximately four acres of greenspace designed by the Olmsted Brothers in 1913. The park was designed with the intention to give city dwellers the chance to get away from the activity of Brownsboro Road. Within the park there is a small walking path, basketball court, children's playground equipment, and a splash pool.

Eva Bandman Park is located north of the study area on River Road. The park occupies fifty-four acres along the Ohio River and the mouth of Beargrass Creek. Eva Bandman features an open area by the river that is ideal for fishing and picnicking, four soccer fields, and one field hockey field.

Louisville Soccer Complex is situated on both sides of Edith Avenue, between I-71 and River Road. It comprises multiple soccer fields used for league competition. Bleacher seating is provided for a portion of the facility.

Crescent Hill Park is located east of the study area along Brownsboro Road and was established in 1876 (the second oldest existing park in Jefferson County). This park has seventy-seven acres and is home to the Mary T. Meagher Aquatic Center, a nine-hole golf course, children's playground equipment, a splash pool, and six tennis courts.

There is also a small open space within the Riedlonn Subdivision which is maintained by the neighborhood association. For over thirty years, this small piece of city owned right-of-way has been used as a community gathering space. According to city records, the right-of-way was created around the turn of the Twentieth Century and has never been closed or built upon.

Reconstruction of River Road as far east as Zorn Avenue will include the bike/pedestrian trail. This facility will increase the neighborhood's access to Waterfront, Bandman and Cox's parks.

Although Clifton Heights is near several major recreation facilities, none are located within its boundaries. According to many of the surveys which were returned, the citizens of Clifton Heights would like to see a playground constructed within the study

area boundary. Many residents feel Brownsboro Road is too busy for children to be crossing so they may play on the playground equipment at Bingham Park. Some of the neighborhood churches have playground equipment for their members, which is available for use by area residents on an informal basis. Metro Parks conducts a summer day camp program in the neighborhood, and provided funds for one of the church based recreation facilities. However these facilities are very small and may not be perceived as available for use by the general public.

A small public playground would give people a place to take their children without having to worry about crossing Brownsboro Road. The facility would help promote community cohesion and could be used for other public functions as well. A location suitable for a playground and swing set would require a relatively level area measuring approximately 33' X 40'. The task force has identified the vicinity of Hite and Lindsay avenues as a target area for a multiple use public space. They envision a shelter for transit riders as well as a playground and possibly other recreation facilities with open space. This proposal is reflected on the land use recommendation map.

Also regarding recreation, the citizens of Clifton Heights are in favor of completing a master plan for Bingham Park. This idea was initially presented in the Clifton Neighborhood Plan. The master plan would help establish a set of goals for the park that would allow it to continue to be a user-friendly park. The plan could outline potential changes in the services offered in the park as well as set-up a program to assist in the clean up of the valleys which surround the park.

Residents of Riedlonn for many years have maintained and used unconstructed right-of-way for Emery Road south of Riedling Drive as a community gathering place and public open space. During the course of developing this plan, Riedlonn area residents suggested that this informal arrangement be recognized and the community's continued use of this area be ensured. This is comparable to the long established open space on Kennedy Court in the Crescent Hill neighborhood, with the exception that Riedlonn does not propose the installation of recreation equipment at this site. Measures to ensure ongoing use of this site as public open space appear to be a very low cost opportunity to meet the clearly expressed desires of area residents.

Finally, there is a desire to establish a community center for all the residents of Clifton Heights to enjoy. While constructing or acquiring a structure for this type of use can be quite expensive, the task force has suggested a coordinated effort through the churches of Clifton Heights, using these facilities to house different programs. For example, an after school program for children could be started at one church. This would give "latch-key" children a place to go and interact with other children. Another facility could be used to house a weekly senior citizens group or some other type of activity. A similar program was established in the Clifton neighborhood through the United Crescent Hill Ministries and has been quite successful. The overall goal of this idea is to bring the residents together and bring meaning back to the word "community."

6.2 *Community Facilities*

6.2.1 *Potable Water*

The Louisville Water Company (LWC) generally considers Clifton Heights to have adequate water pressure. The area is served by a mixture of six and eight-inch cement-lined cast iron, ductile iron and PVC water mains. The boundary roads of Brownsboro, Mellwood and Zorn all carry 12-inch water mains to support this area. Also Zorn Avenue contains several large transmission mains that supply water from Zorn Pumping Station on the Ohio River to Crescent Hill Reservoir.

Currently LWC does not have any identified water transmission, storage or main installation, replacement or rehabilitation projects planned for the study area. However, it is expected that some of the streets may require main replacement projects of similar sized water mains within over time. Any water main replacement projects would depend on the maintenance history or otherwise local utility needs. Further, LWC does not recognize any significant portions of unserved (existing houses) areas within the Clifton Heights area where water service would need to be extended.

6.2.2 *Sanitary Sewer Service Area and Facilities*

The Metropolitan Sewer District (MSD) provides sewage treatment services to the area via the Morris Forman Wastewater Treatment Plant. According to the 1990 Census, all but eighteen houses in the Clifton Heights neighborhood are connected to the public sewer system.

MSD has several sewer line extension projects scheduled for completion by Fiscal Year 2001. These projects will improve sewer service in the area. Two of the projects are the Mellwood Avenue Front and Mellwood Avenue Back projects. These projects are located near the intersection of Edith Road and Mellwood Avenue. Another improvement project scheduled for the area is near Coleen Court in the center of the study area. Once completed, these projects will improve service to the customers in this portion of the study area.

Another water aspect that MSD deals with is stormwater drainage. In an effort to eliminate all stormwater concerns, MSD has several projects scheduled in the Clifton Heights neighborhood. These projects are mapped on the attached MSD Projects Map (*See Figure 22, MSD Scheduled Projects*).

Finally, there is a Combined Sewer Overload Separation Project scheduled near the intersection of Mellwood Avenue and Brownsboro Road. This type of project upgrades older sewer lines that were designed to carry both stormwater and sanitary waste. Pollution flows to the Muddy Fork of Beargrass Creek will be reduced through this project, and wastewater backing up into homes and businesses will be diminished. These older systems are a major source of stream pollution and are being corrected throughout

Louisville. This particular project will replace an older system along Brownsboro Road and will improve the water quality of Beargrass Creek.

It is important to maintain a strong line of communication between MSD and the residents of Clifton Heights so all drainage issues may be dealt with as swiftly as possible. This would include notifying local residents of the proper authorities to contact in regards to drainage problems as well as establishing some way to notify the Clifton Heights Community Council of upcoming wastewater and stormwater improvement projects. It is also suggested that a representative from MSD periodically attend a Clifton Heights Community Council meeting to maintain effective communications between the community and MSD.

6.2.3 Police, Fire, and Emergency Services

The Louisville Police Department provides police protection in the study area. Fire and emergency services are provided by the City of Louisville Fire Department. There are two fire stations located directly south of the Clifton Heights study area, Medical Unit No. 21 and Telesquirt Company No. 21 at 1762 Frankfort Avenue and Quad Company No. 6 at 2620 Frankfort Avenue. Staff contacted a representative from the LFD concerning adequacy of roadway widths for fire trucks. The preliminary response is that narrow streets are not troublesome, unless cars are parked along both sides of the road.

6.3 Beautification

The Clifton Heights Neighborhood Plan Task Force is very concerned with improving the aesthetic quality of their community. This would require cooperation from both the residents and business owners of the neighborhood. The following paragraphs present ideas which could be implemented to help improve the aesthetic quality of Clifton Heights and the Brownsboro Road corridor.

The first request is for the businesses along Brownsboro Road to work on improving the aesthetic quality of the corridor. A recent evaluation of the visual quality of the area concluded that the corridor has a cluttered look to it. The building designs, parking strategies, and sign designs differ from site to site. The task force would like to see some continuity throughout the corridor. To do this, it may be necessary to establish building and sign design standards as well as seek ways to assist business owners in changing their existing buildings into something more attractive. The Louisville/Jefferson County Office for Business Services provides funds for design assistance, and loans to small business owners to assist in façade changes and other design-related ideas. If implemented, these measures could help give the Clifton Heights community a unique, identifying character.

It is also important to maintain and improve the aesthetic quality of the residential areas of Clifton Heights. One way to do this is to improve the streetscape, by establishing a street tree program and/or constructing or repairing curbing.

The task force has identified the following roads where a street tree program may help improve the aesthetic quality of the residential area: Hite Avenue from Cleveland Boulevard to Lindsay Avenue, Drescher Bridge Avenue from Brownsboro Road to Thompson Avenue, and Cleveland Boulevard from Birchwood Avenue to Hite Avenue.



*Some residential areas (like this stretch of Cleveland Boulevard)
have a clean, polished look thanks to street trees and curbing.*

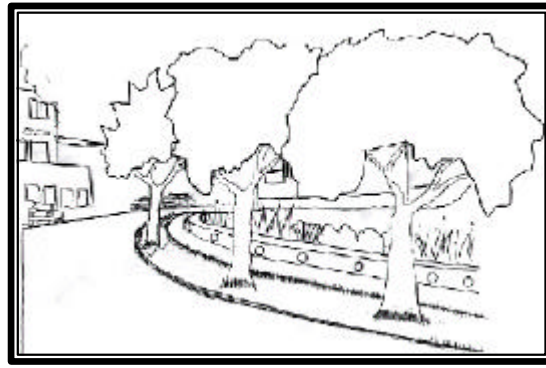
Adding curbing to residential streets helps give the area an attractive, polished look. There are some streets in Clifton Heights which do not have curbing. Other streets have curbing which is very old and is in need of repair to make them attractive again. While constructing curbing is a way to beautify an area, it can also be very expensive (See Table 11). The following road segments have been identified by the Clifton Heights Community Plan Task Force as candidates for future curbing projects: Hite Avenue from Cleveland Boulevard to Lindsay Avenue, Kenilworth Road from Edna Road to Brownsboro Road, Cleveland Boulevard from Birchwood Avenue to Pryor Avenue, Country Club Road from Cleveland Boulevard to VA property, and Drescher Bridge Avenue from Brownsboro Road to Thompson Avenue.

TABLE 11 – Needed Curbing Improvements in Clifton Heights

Location	Approximate Linear Distance	Approximate Cost*
<u>Hite Ave.</u> = from Cleveland Blvd. to Lindsay Ave.	475 feet	\$21,850
<u>Kenilworth Rd.</u> = from Edna Rd. to Brownsboro Rd.	910 feet	\$41,860
<u>Cleveland Blvd.</u> = from Birchwood Ave. to Pryor Ave.	675 feet	\$31,050
<u>Country Club Rd.</u> = from Cleveland Blvd. to VA property	1,800 feet	\$82,800
<u>Drescher Bridge Ave.</u> = from Brownsboro Rd. to Thompson Ave.	1,150 feet	\$52,900

* Using an approximate construction cost of \$23.00 per foot per side of the road. This value was provided by the Louisville Public Works Department.

Another way to beautify the community would be to establish landscaping and community entrances at some of the major intersections which lead into Clifton Heights. In the visual quality study, it was noted that there are no significant entrances into the residential areas of Clifton Heights. Some of these entrances should be improved, such as the intersection of Kenilworth Road and Brownsboro Road, Drescher Bridge Avenue and Brownsboro Road, and Edith Road and Mellwood Avenue.



One way to beautify the neighborhood would be to improve community entrances, such as this idea for the intersection of Kenilworth Road and Brownsboro Road.

Another alternative to make the community more attractive would be to landscape the traffic triangles in the neighborhood, including the island at the intersection of Kenilworth Road, Winifrede Lane, and Callabell Road and the island at Emily Road and Kenilworth Road.

The Zorn Avenue median is a significant public space located at the east perimeter of the neighborhood. Historically this area has been maintained as a grass median, because of the major water lines it contains. As a major thoroughfare and entrance to the city from I-71, however, enhancement of this space could significantly improve the image of this portion of Louisville. Landscaping of the median that is consistent with the maintenance needs of the major water lines should be considered.

The Muddy Fork of Beargrass Creek is also a significant public space located just north of Mellwood Avenue. The Beargrass Creek Restoration Task Force is currently exploring alternatives to improve the environmental and water quality aspects of the creek. It would benefit the community if the banks of the Muddy Fork were kept free of debris which accumulates after flood events and because of litter which is thrown out by passers-by.

The Clifton Heights Neighborhood Plan Task Force would like to see residents assist each other in the maintenance and upkeep of residential properties. There may be some senior citizens or disabled citizens who are not able to maintain their properties as they would like. The task force would like to see members of the community unite to help these people landscape and clean their yards. This group could be comprised of local church groups, members of the Clifton Heights Community Council, and other volunteers. The group could assist those in need during the spring and fall, when lawn chores are usually needed most. This would be an excellent way to improve the visual quality of the area and to promote community cohesion.



Clifton Heights' most precious resource: open and wooded spaces.

Finally, measures need to be taken to help preserve Clifton Heights' most precious resource, the community's wooded and open spaces. In the last twenty years, the residents of Clifton Heights have seen development of significant amounts of wooded and open spaces which once covered the area. The community is concerned about the remaining areas and would like to implement standards for tree preservation and protecting tree canopies. Also, it may be beneficial to seek funding to acquire vacant properties to help preserve wooded and open spaces.

6.4 *Crime*

In some of the surveys which were filled out by local residents, there were comments about improving safety and security for all neighborhood residents. The neighborhood currently participates in the Louisville Police Department's Block Watch program. A representative from the police department attends each month's Clifton Heights Community Council meeting and gets suggestions from the block watch captain and other residents. This program has been effective at relaying the neighborhood's concerns to the police department. These programs should remain intact and continue to serve as a way of identifying community resources to promote security.

6.5 *Recommendations*

Recreation

GOAL: Ensure availability of adequate recreational facilities for Clifton Heights residents.

Recommendation C.1: Improve access to recreational areas in other neighborhoods, including the bicycle/pedestrian links and the pedestrian connection to Bingham Park.

Recommendation C.2: Maintain existing recreational resources within the neighborhood (church facilities, Housing Authority, Metro Parks Day Camp).

Recommendation C.3: Investigate opportunities to provide playground/facilities for small children, gathering facilities for senior citizens and teens, and other recreational needs within Clifton Heights.

Drainage

GOAL: Ensure adequate systems for stormwater drainage.

Recommendation D.1: Provide information on drainage problem areas to the appropriate agency as well as publicize drainage improvement projects that have been scheduled for Clifton Heights.

Beautification

GOAL: Preserve the "small town" character of the Clifton Heights neighborhood and enhance the neighborhood's appearance.

Recommendation E.1: Enhance the streetscape in residential and business areas.

Action One: Establish a tree planting program along major neighborhood corridors to enhance the visual quality of the community.

- *Hite Avenue from Cleveland Boulevard to Lindsay Avenue*
- *Drescher Bridge Avenue from Brownsboro Road to Thompson Avenue*
- *Cleveland Boulevard from Birchwood Avenue to Hite Avenue*
- *Kenilworth Road from Brownsboro Road to first curve*

Action Two: Establish landscaping within the neighborhoods to improve the aesthetic quality of the community.

- *Traffic islands located at intersection of Kenilworth Road, Winifrede Lane, and Callabell Road.*
- *Traffic island located at intersection of Emily Road and Kenilworth Road.*
- *Property along Drescher Bridge Avenue between Brownsboro Road and Delmont Avenue.*
- *Potential traffic island at Cleveland Boulevard/University Avenue intersection.*
- *Zorn Avenue median*
- *Continue to allow local residents to landscape the public right-of-way at the intersection of Riedling Drive and Emery Road.*

Action Three: Identify streets which would benefit from the construction of new curbing, which would give the neighborhood an attractive, polished look.

- *Hite Avenue from Cleveland Boulevard to Lindsay Avenue*
- *Kenilworth Road from Edna Road to Brownsboro Road*
- *Cleveland Boulevard from Birchwood Avenue to Pryor Avenue*
- *Country Club Road from Cleveland Boulevard to VA property*
- *Drescher Bridge Avenue from Brownsboro Road to Thompson Avenue*

Recommendation E.2: Upgrade the appearance of the neighborhood's commercial corridor.

Action One: Encourage local business owners to improve the condition and appearance of their businesses, including buildings, signage, parking areas, and landscaping.

- *Develop an entrance design for the Cliffside Center (1961 Brownsboro Road) to include sidewalks, plantings, and curbs to direct traffic flow.*
- *Develop an entrance design to restrict and direct traffic flow into and out of the El NopalitoMartinizing parking lot (2331 Brownsboro Road).*
- *Develop an entrance design for the parking lot at DJ's Salon (2407 Brownsboro Road) to control access.*

Recommendation E.3: Reduce litter and dumping.

Action One: Establish a program (through the community council) to periodically clean up along Beargrass Creek and neighborhood roads as well as report illegal dumping in the neighborhood.

Action Two: Use the Clifton Heights Community Council to better notify residents when street sweeping occurs so they may park off of the streets on these days.

Action Three: Educate land owners about their responsibilities to maintain their property and the abutting right-of-way and how to report illegal dumping activities within the neighborhood.

Action Four: Seek a sponsor to participate in the Adopt-A-Highway program for Brownboro Road west of Hite Avenue.

Recommendation E.4: Preserve open space and wooded hillsides.

Action One: Contact land owners to let them know how important wooded and open spaces are to the community and ask them to preserve these areas [by following the Land Development Code guidelines, implementing standards for tree preservation, and protecting tree canopies].

Action Two: Require developers to maximize tree preservation and replanting when designing developments in the Clifton Heights community.

Action Three: Seek funding to acquire vacant property to help preserve wooded and open space.

Recommendation E.5: Promote well maintained and landscaped properties.

Action One: Establish a community garden club to give those interested a way to express their interest in landscaping and gardening.

Action Two: Establish a day in the spring and fall to assist elderly or handicapped residents with yard work.

Crime

GOAL: Promote safety and security for all neighborhood residents.

Recommendation F.1: Maintain good communications with police officials and encourage grass roots cooperative efforts within the neighborhood.

Neighborhood Strength

GOAL: Maintain an active and effective neighborhood association for Clifton Heights.

Recommendation G.1: Strengthen the ties between the Clifton Heights Community Council and various other groups. These groups include the Brownsboro Road Merchants Association and adjacent neighborhood groups.

Recommendation G.2: Establish an effective means of communication within the Clifton Heights neighborhood.

6.6 *Implementation**

The goal of an “active and effective neighborhood association” underlies all of this plan’s recommendations. To a very large extent, implementation of the neighborhood plan depends upon the extent that neighborhood interests are well organized and active.

Clifton Heights is fortunate to have an active neighborhood association in place. The Clifton Heights Community Council is encouraged to continue its efforts, including the following:

- Continue the regularly scheduled Community Council meetings
- Provide information to neighborhood residents (newsletter, web site, periodic fliers, etc.)
- Consider sponsoring a periodic neighborhood event/celebration
- Participate in the neighborhood notification program administered by Jefferson County Planning and Development Services (early notice of cases coming before the Planning Commission or Board of Zoning Adjustment)
- Seek active involvement from residents of all portions of the neighborhood
- Continue close working relationship with elected officials and public agencies
- Maintain close ties with active groups at the block club or “sub-neighborhood” level (e.g., Indianola, Riedlonn groups and condominium associations); seek their participation in regularly scheduled Community Council meetings
- Work with area churches to communicate about and resolve neighborhood issues
- Encourage ongoing efforts of the Brownsboro Road Merchants Association
- Establish ongoing working relationship with Clifton and Crescent Hill community councils

The other recommendations in this section cover a broad variety of topics, including recreation, drainage, beautification and public safety. The Louisville & Jefferson County

* *Editor's Note: During the course of this study, the proposal to merge City of Louisville and Jefferson County governments was passed. This plan refers to the departmental and legislative structures as currently in effect. References to specific entities in this report are also applicable to their successors as they may be created through governmental reorganization.*

Parks Department would be asked to help implement the recommendations made in this plan, if the Board of Aldermen provides funding for park land acquisition or play equipment. The neighborhood has identified a need for open space and play equipment, with a target location near Hite Avenue/Cleveland Boulevard/Lindsay Avenue area. If the BOA determines that additional facilities are feasible in this area, an analysis of alternative sites and specific recreation needs, coordinated by Metro Parks, would be appropriate.

One option which may help the community save money on construction costs is to conduct a “community build.” A community build project is one in which volunteers throughout the neighborhood erect the playground equipment on a prepared site. This type of project is labor intensive and usually requires 50-100 dedicated volunteers over a two day period. If done properly and successfully, this can save a community between \$5-8,000. Funding for playground equipment and site preparation of the community build site would come from the City, through Metro Parks.

The community’s desire for recreation and activity programming will require the involvement of the area’s churches, for staffing, funding and meeting space. The community ministries structure has demonstrated its ability to implement programs of this type. United Crescent Hill Ministries will be a key resource in achieving the neighborhood’s vision.

Preservation of the small open space located at the intersection of Emery Road and Riedling Drive would be beneficial to the neighborhood. The residents of Riedlonn should demonstrate their commitment to maintain the property if it is preserved. The Louisville & Jefferson County Parks Department and the Louisville Public Works Department should explore signing a license agreement or other mechanism to allow the property to be maintained by the neighborhood association and retained in public ownership.

The Metropolitan Sewer District is responsible for building, maintaining and operating quality wastewater and stormwater facilities for the people of Louisville and Jefferson County. It would benefit both MSD and the Clifton Heights community if a representative from MSD were to attend a Clifton Heights Community Council meeting periodically and inform the community about upcoming projects. This type of meeting could also be used as a venue for residents to inform MSD about stormwater and wastewater problems that they are having.

Improving the aesthetic quality of the neighborhood will certainly be a group effort, relying on the Clifton Heights Community Council, Operation Brightside, Louisville Public Works Department, the Louisville Water Company, the Brownsboro Road Merchants Association, and the Louisville/Jefferson County Office for Business Services. These organizations will be needed to help enhance the visual quality of the streetscape, improve the appearance of the commercial corridor, and improve the overall aesthetics of the community. The Louisville Water Company is agreeable to maintaining facilities in the Zorn Avenue median that have been installed by other entities. The Louisville Water Company requests the ability to review and approve any plans as well as the authority to

monitor all activities during installation. Some programs which may assist implementation of the plan include (but are not limited to):

- ***Louisville Public Works Department's Street Tree Program*** = This program plants trees in the public right-of-way. It requires an agreement by the adjacent property owner to water the tree until it is established, but otherwise is of no cost to the community and is available on a "first come, first serve" basis.
- ***Operation Brightside's Community Cleanup Program*** = This program provides bags, gloves and some tools to help clean up and beautify an area.
- ***Operation Brightside's Brightsite Program*** = Brightsites are landscaped areas within neighborhoods used to improve the aesthetic quality of the community. These projects range in price (\$5-7,000 is typical), depending upon the size and substance of the site. The money for these projects usually comes from the community group or an aldermanic appropriation. Possible sites are shown on Figure 18.
- The ***Louisville/Jefferson County Office for Business Services'*** programs, which include Neighborhood Commercial Development Loan Program, Physical Improvement Plan Development, and Business Association Organization and Expansion Services. These services can help improve the business environment of a community by creating design plans for improving the appearance of shopping areas, and by providing low cost loans for upgrade of buildings or business expansion. Specific recommendations for improvement of appearance of the Brownsboro Road corridor were identified in the *Brownsboro Road Corridor Study* and are incorporated in this plan.

The Louisville Water Company has a vested interest in any change in the Zorn Avenue median, because of the water transmission lines located there. The design of paths or beautification measures must be compatible with the Water Company's need to maintain these transmission water lines. The Water Company has indicated that it would assume maintenance responsibility of, but not liability for, any improvements located in the median. In addition, any median improvements must be installed by other entities, the Louisville Water Company must review and approve any plans, and monitor the project during construction.

The Jefferson County Environmental Trust was created to hold and monitor conservation easements. Conservation easements are voluntary restrictions on use of land, created by the property owner. Owners of wooded tracts in Clifton Heights could protect these areas from clear cutting and future development by placing an easement on the property. The Trust normally considers easements only on larger tracts (25 acre minimum); however, smaller sites that are contiguous and would preserve the wooded hillsides characteristic of Clifton Heights and adjacent neighborhoods may be acceptable. Property owners who donate a conservation easement may receive tax benefits (reduced income and estate taxes). Staff to the Environmental Trust is available to explain the procedure and benefits of conservation easements.

The following table identifies entities that would be involved in implementing the plan's recommendations, as well as applicable programs/actions.

TABLE 12 = Implementation of Other Recommendations

Recommendation	Partnership for Implementation	Available Programs
C.1 = Improve access to recreational areas in other areas.	Louisville Public Works Department, Louisville & Jefferson County Parks Department	See B.8, B.10, B.11
C.2 = Maintain existing recreational resources.	Churches, HAL, Parks Department	Voluntary efforts of individual churches, HAL, and Riedlonn Association Parks Dep't funding for summer youth programs and publicly accessible play equipment
C.3 = Investigate opportunities for new facilities and recreational needs.	Metro Parks Department, Board of Aldermen, Churches, Crescent Hill United Ministries	Aldermanic support for detailed planning and acquisition Aldermanic funding through Parks for playground equipment
D.1 = Provide information on drainage problem areas and future projects.	Metropolitan Sewer District	MSD public information process

E.1 = Enhance the streetscape in residential and business areas.	Operation Brightside, Louisville Public Works Department, Louisville Water Company, Board of Aldermen	Louisville Public Works Department's Street Tree Program Aldermanic funding and CHCC maintenance commitment for Operation Brightside's Brightside Program Water Company maintenance of Zorn Avenue median improvements (installed by others)
E.2 = Upgrade the appearance of the commercial corridor.	Brownsboro Road Merchants Association, Clifton Heights Community Council, Louisville/Jefferson County Office of Business Services	Louisville/Jefferson County Office of Better Business Services' Physical Improvement Plan Development Work with Clifton and Crescent Hill associations Maintain communications with the Merchants Association Adopt a Highway program for Brownsboro Rd
E.3 = Reduce dumping and litter.	Louisville Department of Solid Waste Management & Services, Operation Brightside, Beargrass Creek Task Force, Friends of Beargrass Creek	Operation Brightside's Community Cleanup Program Volunteer-based cleanup efforts
E.4 = Preserve wooded and open spaces.	Board of Aldermen, Planning Commission, Jefferson County Environmental Trust, Property Owners	Creation and adoption of tree canopy and tree preservation ordinance as part of Land Development Code Review of new development proposals Conservation easements for significant areas of woodland preservation
E.5 = Promote well maintained properties.	Clifton Heights Community Council, Operation Brightside Neighborhood Clean-up Program	Establish a community garden club

F.1 = Maintain good communications with police officials and encourage grass roots cooperative efforts within the neighborhood.	Louisville Police Department, Clifton Heights Block Watch Program	
G.1 = Strengthen ties with other neighborhood groups.	Clifton Heights Community Council	Invite other communities to attend the community council meetings to help communicate what is going on in the areas around Clifton Heights.
G.2 = Establish effective means of communication throughout the neighborhood.	Clifton Heights Community Council	Establish a community newsletter Seek active participation of all portions of the community Consider creating a neighborhood website

6.7 Priorities

On February 15, 2001, the Clifton Heights Neighborhood Plan Task Force conducted an evaluation to prioritize the goals and objectives of the plan. After discussing the pros and cons of each recommendation the task force prioritized them into three categories: High, Medium, and Low. These rankings are listed below.

TABLE 13 = Prioritization of Recreation Recommendations

Recommendation	Description
High Priority	
C.3	Investigate opportunities to provide playground/facilities for small children, gathering facilities for senior citizens and teens, and other recreational needs within Clifton Heights.
Medium Priority	
C.2	Maintain existing recreational resources within the neighborhood.
Low Priority	
C.1	Improve access to recreational areas in other neighborhoods, including the bicycle/pedestrian links and the pedestrian connection to Bingham Park.

TABLE 14 = Prioritization of Beautification Recommendations

Recommendation	Description
High Priority	
E.3	Reduce litter and dumping.
E.1	Enhance the streetscape in residential and business areas.
Medium Priority	
E.4	Preserve open space and wooded hillsides.
E.2	Upgrade the appearance of the neighborhood's commercial corridor.
Low Priority	
E.5	Promote well maintained and landscaped properties.